

Message Text

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ACTION AF-10

INFO OCT-01 ISO-00 AID-05 EB-07 DHA-02 CIAE-00 DODE-00
PM-04 H-01 INR-07 L-03 NSAE-00 NSC-05 PA-01
PRS-01 SP-02 SS-15 USIA-06 XMB-02 ACDA-07 IO-13
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FM AMEMBASSY ADDIS ABABA
TO SECSTATE WASHDC 4286

C O N F I D E N T I A L ADDIS ABABA 3481

FOR SCHAUFLE FROM CHARGE

E.O. 11652: GDS
TAGS: EAID, ET, US
SUBJ: FUTURE BILATERAL ASSISTANCE TO ETHIOPIA

REF: A. STATE 119948, B. STATE 086096

1. REF (A) IS WELCOME REAFFIRMATION OF US PREPAREDNESS TO PROCEED WITH BILATERAL ASSISTANCE PROGRAM. BASED ON REF (A), USAID DIRECTOR INFORMED MINISTER FINANCE FRIDAY, MAY 27 OF US INTENTIONS AS WELL AS INTENTION PROVIDE ALL FUTURE ASSISTANCE TO ETHIOPIA ON GRANT BASIS PER REF (B). SUMMARY THAT MEETING PROVIDED SEPTEL. MINISTER EXPRESSED PLEASURE AND SURPRISE AT NEWS AND INDICATED THAT IT WAS "VERY TIMELY." WHETHER THIS MEETING HAD ANY EFFECT ON EPMG DECISION EXEMPT USAID STAFF FROM FURTHER CUTS I DO NOT KNOW. HOWEVER, USAID DIRECTOR ALSO MET WITH MINISTER AGRICULTURE ON TUES., MAY 31 AND RECEIVED INDICATIONS THAT MINISTER ANXIOUS FOR US CONTINUE ASSISTANCE IN SUCH AREAS AS UPPER DIDESSA, MINIMUM PACKAGE AND PLANNING AND PROJECT DEVELOPMENT.

2. IN ANY CASE WE SEE EPMG'S SPECIFIC EXEMPTION
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USAID STAFF FROM CUTS AS FIRST CLEAR SIGNAL FROM HIGHEST LEVEL THAT EPMG DESIRES CONTINUE US ECONOMIC ASSISTANCE. I BELIEVE WE SHOULD TAKE ADVANTAGE OF THIS OPPORTUNITY TO MAINTAIN THE PROGRAM AS STATED REF (A) AND TO BUILD UPON THIS AS ONE ELEMENT OF MAINTAINING THE US PRESENCE HERE AND HOPEFULLY OVER TIME ESTABLISHING GREATER RAPPORT

AND EASIER LEVELS OF COMMUNICATIONS.

3. IN THIS CONTEXT, THE US WILL HAVE TO GO BEYOND ASSURANCES REF (A) TO CONVINCE EPMG THAT OUR ASSISTANCE IS IN FACT AVAILABLE AND THAT CONTINUING US PRESENCE WORTHWHILE. AS I SEE THEM, THESE STEPS INCLUDE THE FOLLOWING.

A. IN LIGHT RESTRUCTURING EMBASSY STAFF AND EXEMPTION USAID STAFF FROM FURTHER CUTS, I WOULD PROPOSE SLIGHT RELAXATION OF PLANNING USAID REDUCTIONS TO ALLOW FOR INCREASED ECONOMICS STRENGTH AND ONE ADDITIONAL SECRETARIAL POSITION. THIS WOULD PERMIT USAID ASSIST EMBASSY IN ECONOMIC ANALYSIS AND REPORTING AS WELL AS MAINTAIN MORE PROGRAMMING STRENGTH. THESE ADJUSTMENTS WOULD LEAVE USAID WITH ELEVEN PERSONS ON BOARD BY JULY 31, WHICH STILL REPRESENTS REDUCTION OF ELEVEN PERSONS FROM PRESENT LEVELS. I HAVE NOT MENTIONED USAID REDUCTION TO EPMG AND WOULD LIKE TO HAVE SUCH REDUCTIONS TAKE PLACE IN AS LOW KEY AND NORMAL A FASHION AS POSSIBLE TO AVOID ANY SUSPICION ON PART OF EPMG THAT ASSURANCES PROVIDED REF (A) WERE NOT VALID.

B. BASED ON THIS LATEST SIGNAL OF INTEREST FROM EPMG, I RECOMMEND WE RETAIN FULLY AUTHORIZED USAID AND THAT LYMAN REMAIN AS USAID DIRECTOR. LYMAN CONCURS.

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C. BECAUSE OF UNCERTAINTIES OVER LAST SEVERAL MONTHS, THERE APPEARS TO BE HESITATION OR DISAGREEMENT IN AID/W OVER US POLICY ON ECONOMIC ASSISTANCE TO ETHIOPIA. THIS MAY HAVE CONTRIBUTED TO SLOW PROCESSING OF PROJECT PAPERS IN AID/W. I URGE YOU TO GIVE AID/W PROMPT AND DEFINITIVE GUIDANCE ON THE US DESIRE TO CONTINUE THE ECONOMIC ASSISTANCE PROGRAM HERE AND TO PROCESS ALL PROJECTS PROMPTLY.

D. THE SCHEDULED REDUCTION OF USAID STAFF TO 11 PERSONS WILL CREATE ENORMOUS PROBLEMS IF USAID IS EXPECTED TO PLAN AND IMPLEMENT THE SAME PROGRAM FOR WHICH IT HAD ORIGINALLY SCHEDULED 19 PERSONS. THE EMBASSY AND USAID BELIEVE IT CAN BE DONE BUT ONLY IF AID/W PROVIDES ADDITIONAL SUPPORT FROM WASHINGTON AND THE REGIONAL OFFICES IN NAIROBI, AS WELL AS FLEXIBILITY IN CONTRACTING FOR TECHNICAL SERVICES. USAID WILL PROVIDE AID/W A DETAILED DESCRIPTION OF THE SUPPORT REQUIRED. I WOULD APPRECIATE IT IF YOU WOULD URGE

AID/W TO TAKE STEPS NECESSARY TO GUARANTEE USAID THIS SUPPORT.

E. PL 480. THE EPMG HAS FORMALLY REQUESTED 25,000 MT OF WHEAT UNDER PL 480 TITLE I FOR THIS YEAR. USAID AND EMBASSY HAVE NOT COMPLETED OUR ANALYSIS OF THE REQUIREMENT AND JUSTIFICATIONS FOR THIS REQUEST. HOWEVER, SHOULD WE RECOMMEND PROMPT ACTION, THIS WOULD AGAIN BE A CRITICAL TEST OF US INTENTIONS.

4. ON HUMAN RIGHTS, I RECOGNIZE AND SUPPORT THE INTENTION OF THE US TO SPEAK OUT ON HUMAN RIGHTS INCLUDING THE SOMETIMES ALARMING SITUATION IN ETHIOPIA. I ALSO CONTINUE TO HOPE THAT HAVING MADE OUR POINT TO THE ETHIOPIANS, WE CAN EASE OFF ON MAKING THE POINT AT EVERY TURN. I WOULD LIKE TO POINT OUT AGAIN THAT MUCH OF THE VIOLENCE IN ADDIS, INCLUDING THE ASSASSINATIONS, IS
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TION OF UNARMED PERSONS (INCLUDING WOMEN) IS CARRIED OUT BY OPPOSITION ELEMENTS AND THESE ACTS CONSTITUTE NOT ONLY A DIRECT CHALLENGE TO THE GOVERNMENT BUT A VIOLATION OF THE HUMAN RIGHTS OF MANY CIVILIANS SEEKING TO CARRY OUT CIVIL AND DEVELOPMENT DUTIES. FURTHERMORE, THIS GOVERNMENT THROUGH A LAND REFORM THAT THE US AND EVERY OTHER WESTERN DONOR HAD LONG ARGUED WAS ABSOLUTELY VITAL FOR EQUITY IN ETHIOPIA, HAS GIVEN MORE INCOME, FREEDOM AND REAL POWER OVER THEIR LIVES TO THE VAST MAJORITY OF PERSONS IN ETHIOPIA THAN EVER BEFORE.

5. IF, HOWEVER, ADDITIONAL STATEMENTS DO BECOME NECESSARY FROM TIME TO TIME, IF SUCH STATEMENTS COULD GIVE RECOGNITION TO (A) THE TERRORIST CAMPAIGN CARRIED OUT BY ITS OPPONENTS, AND (B) THE PROGRESS IN HUMAN RIGHTS THAT HAS BEEN ACHIEVED FOR MILLIONS IN ETHIOPIA, OUR STATEMENTS ON THE EXCESSES OF THIS GOVERNMENT MAY BE TAKEN MORE SERIOUSLY HERE AND MAY HAVE SOME EFFECT ON THOSE SENSITIVE TO INTERNATIONAL OPINION. THIS IS CONCLUSION WE DRAW FROM SEVERAL DISCUSSIONS BY EMBASSY AND USAID WITH EPMG OFFICIALS ON THIS SUBJECT. WE RECOGNIZE HOW DIFFICULT IT IS TO DRAW THESE FINE DISTINCTIONS IN ANY STATEMENT DESIGNED TO HAVE IMPACT, BUT WE BELIEVE THE US CONCERN HAS BEEN STATED DRAMATICALLY AND WITH IMPACT IN THE CASE OF MAP AND IDA, AND THE TIME HAS NOW COME TO TRY TO DEFINE IN SUBTLER TERMS A BASIS FOR DIALOGUE AND HOPEFULLY SOME GREATER INFLUENCE ON THE SITUATION, AND TO CREATE A BETTER CLIMATE IN US-ETHIOPIAN RELATIONS.

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